DOCUMENT RESUME

ED 249 662 EA 017 262

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TITLE Teacher Evaluation in Secondary Schools: The First Year of Implementation of a Policy of Teacher Supervision and Evaluation in the Five Secondary Schools of Lethbridge School District No. 51. Summary Report.
INSTITUTION Alberta Dept. of Education, Edmonton. Planning Services Branch.
PUB DATE Jun 84
NOTE 71p.; For Final Report, see EA 017 261.
PUB TYPE Reports - Research/Technical (143)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS *Administrator Role; Evaluation Methods; Feedback; Foreign Countries; Program Development; Program Effectiveness; *Program Implementation; Program Improvement; Questionnaires; Secondary Education; Surveys; *Teacher Administrator Relationship; *Teacher Evaluation; *Teacher Supervision
IDENTIFIERS Canada; Lethbridge School District (Canada)

ABSTRACT

This report has been prepared as a summary of an indepth study of the implementation of a policy of teacher supervision and evaluation in the secondary schools of Lethbridge (Alberta) School District No. 51. The new policy provided for the development of staff models of supervision in each school and a systemwide teacher evaluation process. The investigation focused on (1) critical stages in the implementation process; (2) supervisory behavior and supervisory styles; (3) teacher attitudes, behaviors, and levels of performance; (4) adaptations of the models as a result of implementation; (5) cycles of supervision and evaluation; (6) students' perceptions; and (7) potentially useful guiding principles. Following the summary of the original findings, the report presents 11 recommendations: (1) policy development should involve teachers and administrators at all stages; (2) development and implementation should occur over time, perhaps 3-5 years; (3) the essential components of supervision and evaluation models should be known prior to implementation; (4) policies should reflect current research findings; (5) inservice education should precede and accompany all stages of implementation; (6) onsite training for teachers and supervisors should be considered; (7) all available resources should be used to ensure successful implementation; (8) active, formal monitoring should accompany implementation; (9) the role of district offices needs to be reassessed; (10) policies should consider the realities of the work life of teachers and supervisors; and (11) teacher evaluation should be integrated into the overall district supervisory and evaluation processes. An eight-page bibliography is included. (TE)

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Teacher Evaluation in Secondary Schools

Summary Report

Planning Services

EA 017 262

Alberta
EDUCATION

THE FIRST YEAR OF IMPLEMENTATION OF A POLICY OF TEACHER SUPERVISION AND EVALUATION IN THE FIVE SECONDARY SCHOOLS OF LETHBRIDGE SCHOOL DISTRICT NO. 51.

SUMMARY REPORT

DAVID TOWNSEND

JUNE, 1984

This project was conducted and the final report prepared under contract to Alberta Education, Edmonton, Alberta.

ABSTRACT

The purpose of the research project was to investigate, analyze and document the process of implementation of a new policy of teacher supervision and evaluation in the five secondary schools of Lethbridge School District No. 51.

In September and October, 1983 a group of volunteer teachers and administrators agreed to participate in the research project by completing surveys and questionnaires, by having their teaching and their supervisory conferences observed, and by taking part in interviews. A total of one hundred and seven teachers and sixteen administrators provided data for the project.

A major survey seeking teachers' and supervisors' perceptions of Usual and Ideal Supervisor Behavior was conducted in October, 1983 and April, 1984. A series of questionnaires was administered at various intervals from October, 1983 to May, 1984. Classrooms and conferences were observed during this period also and interviews of teachers and administrators were conducted virtually on a daily basis in one or other of the five schools.

Analysis of the survey data showed that both teachers and supervisors perceived changes occuring in supervisory behavior throughout the year and the direction of that change was toward what both groups considered Ideal Supervisor Behavior. There were statistically significant differences between teachers' perceptions of Usual Supervisor Behavior on both the October and April surveys. There were no significant differences between the perceptions of the two groups with respect to Ideal Supervisor Behavior on either survey. Other changes in Supervisor behavior were seen as being improved conferencing skills, increased confidence, and improved communication skills.

Observations and reports of supervisors indicated that teachers' behavior changed as a result of their participation in a new supervisory and evaluation system, especially in the areas of improved classroom management

Improved preparation and planning, and increased attention to individual students. Changes in teacher behavior also were reported as a result of student feedback.

Teachers identified the most beneficial components of their new models of supervision and evaluation as being the regular contact with administrators; the opportunity for exchanges of classroom visits with colleagues; the direct help they received with important aspects of the teaching; and the collection of data and the provision of feedback by supervisors. Teachers identified the least beneficial components of the new models as being informal visits by supervisors; supervision being conducted by individuals who lacked knowledge of a particular subject area; teachers' own lack of knowledge of techniques of supervision and evaluation; and unrealistic scheduling that resulted in unkept appointments.

Supervisors identified the most beneficial components of the new supervisory and evaluation system as being their application to all teachers; the opportunities they provided for educational leadership; the cyclical character of regular supervision; and the written evaluation form. Supervisors saw the least beneficial components as being the time requirements; the lack of training that accompanied implementation; and the expectation that teacher evaluations would be done by school-based administrators only.

The first major adaptation of the models of supervision and evaluation was the discontinuation of informal supervisory visits in most schools. Other adaptations were that most supervision was done by assistant principals, collegial supervision as defined by the Lethbridge School District accounted for much less supervision than had been expected, and only a fraction of the evaluations planned for the year were completed.

Lethbridge teachers generally preferred a style of supervision that was more collegial and less authority based, less rather than more direct, and classroom-centred rather than office-based. Many interviews and surveys focused on participants' perceptions of the implementation process. It was found that a majority of teachers and supervisors were satisfied with the planning and development of the new policy, but not with their own levels of readiness, nor the amount of training they received during the year. Most supervisors believed the system-wide nature of the implementation required

more active monitoring and direct leadership from the district office level, and most participants felt the resources of the system were not being used as effectively as they might have been to assist implementation.

The initial rounds of supervision were marked by some confusion over purposes and role, but later cycles of supervision were seen to be addressing teachers' concerns and providing high levels of satisfaction for both teachers and supervisors.

Implementation of the new policy was seen to proceed unevenly throughout the year. A fair amount of supervision was done in November and December, but the initial burst of activity after training was followed by a long break in many schools. Most supervision was done in March and April. Teacher evaluations that were not started before the end of March were most likely to be postponed until the next school year.

The results of this study indicates a fair degree of success has been achieved with the implementation of regular supervision of teachers in each of the five schools. High levels of acceptance and participation were recorded at key stages throughout the year. However, a majority of teachers and supervisors have identified the need for more training, and more involvement of district office personnel in the implementation next year, when the expectation is that one-quarter of the district's teaching staff will receive formal evaluations.

SUMMARY REPORT

FOREWORD

This report has been prepared as a summary of an in-depth study of the implementation of a policy of teacher supervision and evaluation in the secondary schools of Lethbridge School District No.51. The study was conducted throughout the 1983-84 school year under a contract negotiated between Alberta Education and the Lethbridge Public School Board.

All references to page numbers, chapters and particular events recorded in the major report are noted appropriately in this summary report.

INTRODUCTION

Lethbridge School District No.51 is the public system serving the City of Lethbridge. It employs four hundred and forty five teachers in seventeen schools.

In recent years, formal supervision and evaluation of teachers based on regular classroom observations was not an activity accorded high priority in the Lethbridge District. Under a new policy implemented in the 1983-84 school year principals, assistant principals, department heads and, in some cases, curriculum associates have begun to assume this responsibility.

The new policy provided for the development of staff models of supervision in each school and a general teacher evaluation process that was system-wide.

BACKGROUND TO THE STUDY

Recent studies conducted by Alberta Education in 1977 and 1980 showed that written policies dealing with teacher supervision and evaluation had been developed in only fifty-nine percent of school jurisdictions, while only forty-five percent of school jurisdictions reported that they conducted formal evaluations of all teaching staff.

In October, 1982 Alberta Education produced draft statements of new province-wide guidelines for evaluation of all aspects of public education that were in keeping with the prevailing mood and direction of public education in North America at the time. The heavy emphasis on supervision and evaluation of teachers provided the Lethbridge system with added incentive to develop policies that had the active support of most teachers and administrators.

In anticipation of new provincial guidelines Lethbridge School District No.51 had formed a committee of teachers, school administrators and district office personnel that worked throughout 1982-83 to produce a comprehensive policy statement that had the support of all interested parties in the system (Appendix A in Major Report). At the beginning of the 1983-84 school year all secondary principals indicated they were prepared to undertake the process of implementation.

NEED FOR THE STUDY

It was anticipated this study would generate rich data on the implementation process. Additionally, it was believed the Lethbridge experience would have implications for other Alberta school jurisdictions moving to comply with new provincial regulations. Finally, it was proposed that this research project, conducted over a ten month period, would provide valuable information about ways in which school staffs and individual teachers proceed to acceptance, ownership and institutionalization of potentially threatening policies of teacher supervision and evaluation.

PURPOSE OF THE STUDY

The overall purpose of the research project was to investigate, analyze and document the implementation of new policies of teacher supervision and evaluation in Lethbridge School District No.51. It was proposed this could be done by focusing on the following aspects of the implementation process:-

1) Critical stages.
2) Supervisor behavior and supervisory style.
3) Teacher attitudes, behaviors and perceptions.
4) Adaptations of the supervision and evaluation models.
5) Cycles of supervision and evaluation.
6) Students' perceptions.
7) Guiding principles that may be of use to other school systems in the implementation of policies of teacher supervision and evaluation.

RESEARCH QUESTIONS

The research project sought to provide answers to the following six questions:-

1) What changes in supervisor behavior occur as a result of training and practice in the skills of supervision and evaluation of teachers?

2) What changes in teacher behavior occur as a result of participation in a new supervisory and evaluation system?

3) What do teachers and supervisors identify as the most and least beneficial components of the new supervisory and evaluation system?

4) What adaptation of the models of supervision and evaluation occur when they are implemented in the field?

5) Are teachers more satisfied with some supervisory styles than with other supervisory styles?

6) What aspect of the implementation of the models for evaluating teaching and supervising instruction that may have implications for other school systems can be documented as a result of this study?

REVIEW OF THE LITERATURE

The Process of Change In Education: Key conclusions drawn from the literature suggest that the change process in schools is complex, often misunderstood, and less often successful than can be justified by the vast sums of money and time spent on innovations and improvements in schools.

Goodlad and Klein (1970) note that most of the changes thought to be taking place in education were never getting past the classroom door, a conclusion substantiated by Berman and Pauly (1975) and Berman and McLaughlin (1978) in their widely-read Rand Studies. Sarason (1971) writes that ignorance of the culture of the school is a major reason why many of those who try to bring about change fail.

Several researchers (Berman and Pauly, 1975; Berman and McLaughlin, 1978; Fullan and Pomphret, 1977) conclude that successful implementation is most likely to result when the following conditions are met:-

1) Participants receive experiential training.
2) The innovation appears relevant to the participants' work.
3) Participants receive on-site assistance.
4) The innovation is developed cooperatively.
5) There is participative governance of the implementation.
6) The implementation occurs over an extended period of time.

Fullan (1981) elaborates further when he states that success is more likely if the setting in which the implementation is to occur possesses characteristics of administrative support; peer interaction and problem-solving behavior; if the approach is person-intensive, interactive and provides continuous technical and psychological support; and if the information provided is relevant to the needs of participants, specific,

and perceived to be accurate.

The Role of The Principal In Educational Change: Wolcott (1973), Sarason (1971) and Gersten and Carnine (1981) are among the many researchers who raise doubts about the effectiveness of most principals in leading major implementations. Other authors (Hoban, 1973; Meyer, 1974; Howell, 1981; and DeBevoise, 1982) have concluded it is generally unreasonable to expect principals to act as educational leaders because they lack both the skill and the time to do so.

However, a greater volume of research takes a more positive view of the role of the principal. In particular, Edmonds (1982) believes the leadership exercised by a school principal can be a powerful influence on change, while Acheson (1983) describes a central role for principals that places greater emphasis on instructional leadership and less emphasis on management functions. A majority of researchers believe the endorsement, active support and participation of the principal have a positive effect on the success of educational projects.

The Role of The Teacher In Educational Change: In classifying teachers according to the ways in which they respond to proposals for change, researchers have come to remarkably similar conclusions. Sieber (1972) identified teachers as either Rational Types, Cooperator Types, or Powerless Types. Doyle and Ponder (1977) categorized teachers responding to change as either Rational Adopters, Pragmatic Skeptics, or Stone-Age Obstructionists. A study of California teachers dealing with growth states

and appetities for inservice education was conducted by Joyce, Bush and McKibbon in 1982. These teachers were seen as being either Omnivores, Active Consumers, Passive Consumers, Entrenched, or Withdrawn.

Loucks and Hall (1979) note that for many teachers personal concerns, such as how they will be affected by an innovation are high at the beginning of an implementation and must be dealt with before impact concerns, such as how students will be affected can be addressed effectively.

The Inservice Education Component of Implementation: A study by Gall, Haisley, Baker and Perez (1982) concludes that most inservice activities for teachers are of the "one-shot" type, with no monitoring of learning and no evaluation component. Yet the research shows huge sums of money are spent on this enterprise (Toch, 1982) with Alberta Education officials estimating approximately $38 million as the cost of inservice education in Alberta in 1983.

Joyce and Showers (1981), Showers (1982) and Baker (1983) are among many researchers who have provided evidence that four factors appear to enhance acquisition of knowledge and skills during inservice training. They are:-

1) Theory, defined as the attention to rationale, or background knowledge.
2) Demonstration, or modelling, of desired skills.
3) Practice, which should be frequent, varied, and accompanied by feedback.
4) Coaching, defined as follow-up support and technical assistance.

Research suggests that time is an important factor influencing the success of inservice education. Loucks and Pratt (1979) found that research indicates "three to five years are necessary to implement an innovation that is significantly different from current practice." More specifically, on the question of supervision of teachers, Snyder (1982) found that when training was accompanied by strong district central office involvement greater skill development and institutionalization resulted.

Supervision of Teachers: The Lethbridge district policy defined teacher supervision"as a continuous process of staff development which is founded on mutual cooperation and personalized goals and procedures." This definition reflects current views of supervision as outlined by Mosher and Purpel (1972), Crossely (1977), Marks et al (1978) and Smyth (1983).

Krajewski (1977) notes that supervision is a total effort to stimulate, coordinate and guide the continued growth of teachers while Sergiovanni and Starratt (1979) contend the purpose of supervision is the enhancement of instructional programs and instructional effectiveness in the school.

Several recent studies (Martin, 1975; Shinn, 1976; Reavis, 1977; Fraser, 1979; Boulet, 1980; Adwani, 1981 and Sears, 1983) conclude that teachers in a variety of settings respond favorably to the use of supervisory techniques most often associated with clinical supervision (Goldhammer, 1969; Cogan, 1973). However, Sullivan (1980) cautions that links between clinical supervision and teaching effectiveness have not been established empirically and Acheson and Gall (1980) acknowledge that causal relationships

between clinical supervision and teacher performance have not been convincingly demonstrated.

Most recent writings on the subject of supervision of teachers (Cawelti and Reavis, 1980; Garman, 1982; McNeil, 1982; McFaul and Cooper, 1984) present differences of opinion on the extent to which clinical supervision is understood by teachers and used in school systems. This apparent confusion may lend support to the contention of Packard (1976) that "supervision of instruction is generally recognized as one of education's most prominent non-events."

Evaluation of Teachers: Policies developed in the Lethbridge system distinguish between supervision and evaluation by noting that teacher evaluation "will provide a periodic statement which is essentially positive in nature, designed to identify the unique strengths of each teacher, and (which is) to be used to promote or encourage professional growth."

Acheson (1982) suggests an effective teacher evaluation program should:

1) Contain a set of standards of performance for teachers.
2) Include job descriptions for teachers.
3) Require that evaluators follow a cycle of pre-observation conferences, multiple observations, and post-observation conferences before a final evaluation is prepared.
4) Require that evaluators have training and skills in conducting classroom observations.
5) Require that teachers and evaluators cooperatively set performance goals.
6) Provide evidence of a monitoring or management system for the evaluators themselves.
7) Require that a program of assistance be made available for teachers who need help with serious problems.

For most researchers in the field of teacher evaluation, the issue is not if evaluations should be done but rather how they should be done and who should do them (Ryan and Hickcox, 1980; McGreal, 1982). A growing body of research and opinion (Cohen, 1979; Zacharias, 1981; Grimmett, 1981; Schonberger, 1982; Lemley, 1983) suggests that models of teacher evaluation that emphasize mutual trust, cooperation and collaborations between teachers and evaluators will be the predominant models of teacher evaluation in the immediate future.

Hawthorne (1981) contends the most effective models of teacher evaluation should possess the following characteristics:-

a) They should be growth oriented as opposed to deficiency based.
b) They should be collegially developed and implemented as opposed to a unilateral, administratively developed program.
c) They should be data based as opposed to myth bound.
d) They should have peer group and total faculty appraisal as opposed to the unilateral assessment of a teacher by an individual evaluator.
e) They should have a holistic and complex view of teachers and teaching as opposed to an atomistic and simplistic perspective that focuses on teachers' personal attributes, classroom appearance, or lesson plans.
f) They should have a situational as opposed to a universal perspective.

METHODOLOGY

Research Design: This was a descriptive study (Borg and Gall, 1979).

The Sample: There are two high schools and three junior high schools in Lethbridge School District No.51. All sixteen school-based administrators volunteered to participate in this research project. A total of one hundred and seven teachers volunteered to participate as well.

Instruments:

1) A survey developed by Shinn (1976) was used to determine changes in teachers' and supervisors' perceptions of Usual and Ideal Supervisor Behavior. The Shinn Survey was administered in October, 1983 and again in April, 1984.

2) At key stages throughout the year (October, December, January, March, April and May) participants were asked to complete questionnaires designed to show the rate of implementation and critical stages of the implementation process.

3) Semi-structured interviews were conducted with teachers and supervisors at all stages throughout the year.

4) School principals were interviewed more frequently than other supervisors.

5) A total of eighty-three teachers were observed in their classrooms, often while they were being supervised.

6) A total of thirty-eight post-observation conferences were observed and documented.

7) During the last week of the first semester seventy-one high school teachers agreed to administer the IDEA-H Form to a total of one thousand four hundred and forty-one students.

Timeline: Table 1 shows the order of activities and the Researcher's role in the first year of implementation.

TABLE 1: SCHEDULE OF ACTIVITIES ASSOCIATED WITH THE RESEARCH PROJECT STUDYING IMPLEMENTATION OF THE SUPERVISION AND EVALUATION POLICY IN LETHBRIDGE SCHOOL DISTRICT NO. 51.

Date	Activities	Researcher's Role
September 16-30	Meetings of administrators and school staffs to discuss implementation.	Make presentations on the purposes of the research project. Request cooperation & participation.
October 14	Teachers & supervisors receive and complete first surveys & questionnaires.	Available for consultation. Begin initial interviews with teachers & administrators.
October 27	First half-day workshop:- "Techniques in the collection of observational data."	Present the content of the workshop. Continue with initial interviews.

TABLE 1: CONTINUED:

Date	Activities	Researcher's Role
November 2	Second half-day workshop:- "Techniques in the collection of observational data."	Present the content of the workshop. Continue with initial interviews. Begin observing in classrooms.
November 3 to December 9	Administrators and teachers engage in preliminary supervision activities according to school models.	Engage in participant observation. Classroom observations, interviews, observations of conferences.
December 12	Third half-day workshop:- "The cycle of instructional supervision."	Present the content of the workshop. Continue participant observation.
December 19	Fourth half-day workshop:- "Improving conference and communication skills."	Present the content of the workshop. Observe classrooms. Continue interviews.
December 12 to February 22	Period of intensive supervision in which teachers and supervisors seek improved performance.	Interview key district office personnel. Continue schedule of interviews of teachers and administrators. Observe classrooms and conferences.
January 16		Administer IDEA-H Forms.
February 27 to April 18	Teachers and supervisors continue with observations, conferences and staff development activities, associated with supervision and evaluation.	Continue participant-observation. Continue observation of classrooms and conferences. Maintain frequent interview schedule.
April 19	All participants return final survey and questionnaire.	Final interviews with teachers.

Continued/.....

TABLE 1: CONTINUED:

Date	Activities	Researcher's Role
April 30	All secondary teachers complete a district questionnaire designed to determine the extent of implementation.	Final interviews with administrators. Data analysis and Report writing.
May 24	Teacher volunteers administer IDEA-H Form.	Data analysis and Report writing.
June 18	Administrative Council and Project Steering Committee receive copies of preliminary report.	Presentation of preliminary report.
June 18-25	Meetings with participating teachers and administrators.	Presentation of findings and recommendations.
June 30	Alberta Education receives Final Report.	Presentation of Final Report.

Data Analysis Procedures: Interviews, direct observations, surveys and questionnaires conducted over a period of several months beginning on September 19th, 1983 generated large quantities of descriptive data. Where appropriate, the analyses of these data are presented in the form of descriptive statistics (Borg and Gall, 1979).

Additionally, the responses of participants to the two Shinn Surveys were collated into sets of matched pairs. The Wilcoxon Matched-Pairs Signed-Ranks Test was applied to these data to test for significance of differences in the magnitude and direction of mean responses of both supervisors and teachers. The Mann Whitney U Test was applied to test for

significance of differences between the mean responses of the group of teachers and the mean responses of the group of supervisors.

RESULTS

> Research Question 1: What changes in supervisor behavior occur as a result of training and practice in the skills of supervision and evaluation of teachers?

The most important findings were that both supervisors and teachers reported changes in supervisor behavior. Results of the Mann Whitney U Test show that while both groups reported changes in supervisor behavior in the direction of what both considered Ideal Supervisor Behavior there were still significant differences between what supervisors described as their Usual Behavior and what teachers described as Usual Supervisor Behavior. The results of the Wilcoxon Matched-Pairs Signed-Ranks Test showed there were significant differences between supervisors' ratings of Usual and Ideal Supervisor Behavior on both the October and the April Survey. There were also significant differences between teachers ratings of Usual and Ideal Supervisor Behavior on both Surveys. A more important finding is that there were statistically significant differences between supervisors' ratings of Usual Supervisor Behavior in October and April and there were significant differences between teachers' ratings of Usual Supervisor Behavior on the two Surveys.

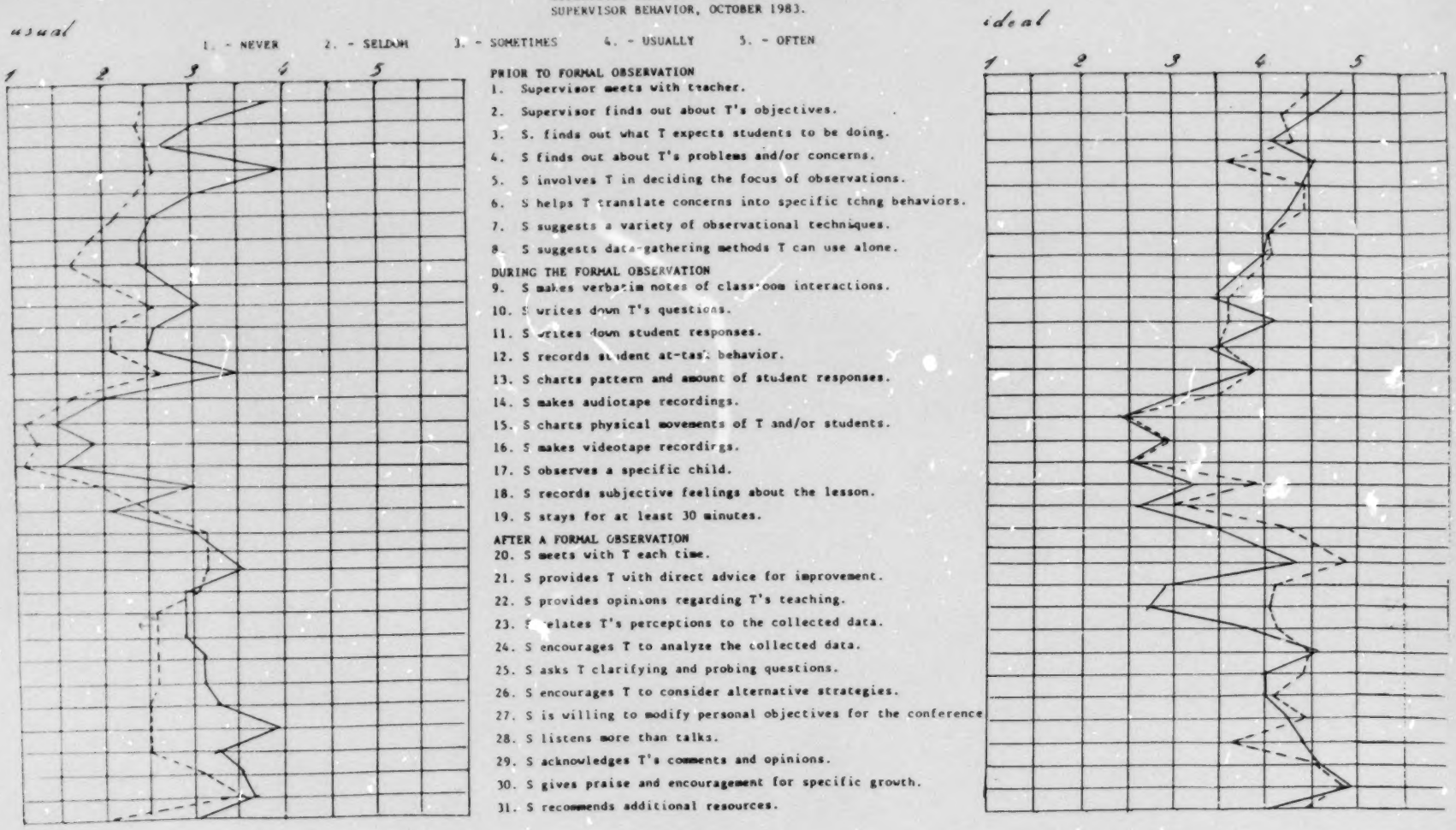
Figure 1 shows in graphic form the mean ratings of both groups on both Shinn Surveys. Of importance in this representation is the similarity between teachers and supervisors in their perceptions of Ideal Supervisor Behavior.

Much of what was reported on the Shinn Surveys was corroborated by direct observations and interview data compiled during the year. Most supervisors recognized the importance of contact with teachers before and after classroom observations and most supervisors reported they were trying to reduce the degree of subjectivity with which they observed and reported upon classroom interaction.

Other changes in supervisor behavior were noted in the areas of improved conferencing skills, increased confidence, and improved communication skills, especially questioning techniques.

Table 2 provides a selective view of the supervisory process as it was practised in some of the final post-observation conferences observed in April and May.

FIGURE 1: COMPARISON OF SUPERVISORS' AND TEACHERS' PERCEPTIONS OF USUAL SUPERVISOR BEHAVIOR AND IDEAL SUPERVISOR BEHAVIOR, OCTOBER 1983.



1. - NEVER 2. - SELDOM 3. - SOMETIMES 4. - USUALLY 5. - OFTEN

PRIOR TO FORMAL OBSERVATION

1. Supervisor meets with teacher.
2. Supervisor finds out about T's objectives.
3. S. finds out what T expects students to be doing.
4. S finds out about T's problems and/or concerns.
5. S involves T in deciding the focus of observations.
6. S helps T translate concerns into specific tchng behaviors.
7. S suggests a variety of observational techniques.
8. S suggests data-gathering methods T can use alone.

DURING THE FORMAL OBSERVATION

9. S makes verbatim notes of classroom interactions.
10. S writes down T's questions.
11. S writes down student responses.
12. S records student at-task behavior.
13. S charts pattern and amount of student responses.
14. S makes audiotape recordings.
15. S charts physical movements of T and/or students.
16. S makes videotape recordings.
17. S observes a specific child.
18. S records subjective feelings about the lesson.
19. S stays for at least 30 minutes.

AFTER A FORMAL OBSERVATION

20. S meets with T each time.
21. S provides T with direct advice for improvement.
22. S provides opinions regarding T's teaching.
23. S relates T's perceptions to the collected data.
24. S encourages T to analyze the collected data.
25. S asks T clarifying and probing questions.
26. S encourages T to consider alternative strategies.
27. S is willing to modify personal objectives for the conference.
28. S listens more than talks.
29. S acknowledges T's comments and opinions.
30. S gives praise and encouragement for specific growth.
31. S recommends additional resources.

SUPERVISORS _____
TEACHERS _____

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TABLE 2: POST-OBSERVATION CONFERENCES

Supervisor	Duration	Teacher Talk	Supervisor Talk	Supervisor Questions	Focus of Discussion	Copy of Observations for the teacher
1. A	33 mins	13 mins	20 mins	10	Teacher questions	Yes
2. B	31 mins	18 mins	13 mins	23	Classroom Management	Yes
3. C	23 mins	12 mins	11 mins	17	Student Participation	Yes
4. D	25 mins	9 mins	16 mins	18	Student Participation	Yes
5. E	45 mins	18 mins	27 mins	18	Classroom Mngt. Individual Students	No

Research Question 2: What changes in teacher behavior occur as a result of participation in a new supervisory and evaluation system?

Supervisors reported that the most apparent changes in teacher behavior occurred in the areas of improved classroom management, improved planning and preparation and increased attention to individual students. Other changes of a positive nature were noted in teachers' awareness of the whole class and questioning techniques.

Table 3 shows the main focus of attention in pre-observation

conferences. These data support other observations that indicate the increased willingness of teachers to participate fully in the supervisory process as implementation proceeded.

TABLE 3: MAJOR TOPICS OF CONVERSATION BETWEEN SUPERVISORS AND TEACHERS IN PRE-OBSERVATION CONFERENCES.

	DECEMBER	MARCH	MAY
TOPIC	N=98	N=107*	N=101*
Classroom Management	17	33	50
Teaching Strategies	14	39	54
Curriculum	11	5	4
Particular Students	2	7	30
Growth Objectives	10	28	56
Nothing Specific	4	4	0
N/A (Not met yet)	40	30	13

* - By the second survey some teachers had been supervised more than once and had focused on more than one major topic.

Many teachers were seen to demonstrate improved teaching behaviors when they were observed in more than one cycle of supervision that focused on the same topic, for example, classroom management or questioning strategies.

Only six out of one hundred and seven teachers surveyed indicated they did not believe they could improve their teaching through active participation in the new supervision system. Seventy-one percent of teachers surveyed indicated they were encouraged to change certain teaching behaviors as a result of student feedback.

Research Question 3: What do teachers and supervisors identify as the most and least beneficial components of the new supervisory and evaluation system?

A. Teachers identified the most beneficial components of the new system as follows:-

1) Regular contact with administrators.
2) Increased opportunity to work with colleagues.
3) Direct help with important aspects of teaching.
4) Collection of data and provision of feedback.

B. Teachers identified the least beneficial components of the new system as follows:-

1) Informal visits by supervisors.
2) Extra time commitments it required.
3) The assignment of supervisors to subject areas in which they had limited knowledge.
4) Their own lack of knowledge of techniques of supervision and evaluation (lack of training).
5) Unrealistic schedules resulting in unkept appointments.

C. Supervisors identified the most beneficial components of the new system as follows:-

1) Its application to every teacher.
2) The opportunity it provides to develop instructional leadership abilities.
3) The cyclical nature of teacher supervision.
4) The positive relationships that develop between teachers and supervisors.
5) The district-wide Teacher Evaluation Form.

D. Supervisors identified the least beneficial components of the new system as follows:-

1) Increased time commitments it required.
2) Lack of training to accompany implementation.
3) Evaluation of teachers by school-based administrators only.

In seeking answers to this question the study focused on how administrators in the Lethbridge system were using their time. Table 4

shows that school administrators spent a lot of time in their schools but only about six hours per week on support for teachers (4h) and supervision of instruction (7a). These data were verified in several instances through direct observation over time.

Research Question 4: What adaptations of the models of supervision and evaluation occur when they are implemented in the field?

Adaptations began to occur almost as soon as the new policy was introduced in draft form. Two noticeable problem areas were observed in the extent to which teachers believed they had an obligation to participate actively in the implementation and in the definition of the term "supervision" as it was applied in the different staff models. For example, one staff model was developed on the assumption that supervision "may, but need not necessarily include classroom visits by supervisors."

Early adaptations occurred to the new models soon after active implementation began when it became very obvious that supervisors would not be able to adhere to their tentative schedules of supervisory visits and classroom observations. In fact, implementation came almost to a complete stop about three weeks after it started while supervisors reorganized their schedules and their other duties in order to arrange more time for supervision.

The informal visit by supervisors was the first component of staff

TABLE 4

ADMINISTRATORS' USE OF TIME, FEBRUARY, 1984. (N=16)

Activities	Average	Range
1. a) Total hrs. per week spent in the school.	47.5	38 - 70
b) Total hrs. per week spent outside of school on school related matters.	7.06	5 - 20
2. a) Actual teaching time.	6.70	0 - 15
b) Preparation & planning for teaching.	7.84	0 - 16
3. a) Attendance.	4.57	0 - 10
b) Discipline of students.	4.4	2 - 15
c) Supervision of students.	3.54	1 - 10
d) Lockers.	0.34	0 - 2
e) Students' council.	1.17	0 - 5
f) Students' committees.	0.60	0 - 5
g) Extra-curricular activities.	3.70	0 - 10
h) Other student-related responsibilities.	1.26	0 - 5
4. a) Admin. meetings - formal.	1.71	1 - 4
" " - informal.	2.25	1 - 6
b) School, Board Office liaison.	1.37	0 - 5
c) In-school communications	1.88	0 - 5
d) Timetable.	3.1	0 - 10
e) Registration.	1.5	0 - 20
f) Programming.	0.89	1 - 3
g) Report cards.	0.65	0 - 1.3
h) Formal & informal support for teachers.	4.73	1 - 10
i) Staff councils and committees.	1.67	1 - 3
j) Curriculum committees.	0.48	0 - 2
5. a) Fund raising.	0.90	0 - 5
b) Lost and found.	0.03	0 - .05
c) Bookstore.	0.31	0 - 3
d) Photographs.	0.01	0 - 1
e) Ticket sales.	0.06	0 - 1
f) Other.	0.31	0 - 3
6. a) Meetings with parents.	1.65	0 - 4
b) School community liaison.	0.64	0 - 2
c) Other.	0.18	0 - 3
7. Any other categories:		
a) Supervision of Instruction.	1.18	0 - 8
b) Budgets.	0.12	0 - 2
c) Coaching.	1.25	0 - 20
d) Gate supervision.	0.12	0 - 2
e) Athletic meetings.	0.12	0 - 2
f) Admin. surveys.	0.62	0 - 20
g) Bus driving & maintenance.	0.12	0 - 2
h) Counselling students	0.31	0 - 5
i) Planning & evaluation of overall program	0.25	0 - 4
j) Admin. form filling, mail, etc.	0.15	0 - 2.5
k) Supervision of support staff.	0.31	0 - 5

models to fall into disuse. It was not encouraged by teachers and it was not seen as a positive component by most supervisors.

A second major adaptation centred around the question of who was doing the supervision of teachers. Table 5 shows that the assistant principals assumed the greatest responsibility for supervision. In addition it shows a large increase in the amount of supervision being done by department heads in the latter stages of the year, the limited amount of supervision done by district office personnel, and the low frequency of collegial supervision reported by teachers.

The information about collegial supervision suggests an unwelcome adaptation was forced upon many teachers because of time constraints. Collegial supervision was a major component of all staff models, yet only twenty-four cases of collegial supervision were reported by teachers for the whole year.

Two major adaptations occurred with respect to the proposed evaluation model. First, supervisors found that formal evaluations based on a collaborative approach took much longer than had been anticipated. Second, after their initial experiences with new models of supervision and evaluation most principals expressed a preference for having more district office personnel involved in teacher evaluation. Five supervisors specifically requested a team approach to teacher evaluation using school administrators, district office personnel and, in some cases, teachers.

TABLE 5: DISTRIBUTION OF RESPONSIBILITY FOR SUPERVISION OF TEACHERS, REPORTED BY TEACHERS.

Supervisor	Total Number of Supervisory Visits Reported		
	December, 1983	March, 1984	May, 1984
Assistant Principal	42	51	104
Principal	11	24	50
Department Head	8	17	38
Colleague	6	6	24
District Office Personnel	3	3	6
Other	1	13	18
Total Number of Visits	71	114	240
Number of Teachers Surveyed	98	107	101

NOTE: 1) Totals in this table reflect the fact that several teachers surveyed had not been supervised at all while others may have been supervised as many as five times.

2) "Other" referred to student teachers, University supervisors, and the Researcher.

Research Question 5: Are teachers more satisfied with some supervisory styles than with other supervisory styles?

Figure 2 provides an indication of teachers' preferences with respect to supervisory style. Generally, teachers prefer a supervisor who:-

1) Meets with them before and after classroom observations.
2) Structures supervision to be responsive to teachers' needs and concerns.
3) Fosters a relationship that is cooperative and collegial, rather than a superordinate-subordinate one.
4) Possesses a variety of supervisory skills.

In interviews and conversations, teachers tended to rate their supervisors highest according to skill, trustworthiness and helpfulness. Teachers were least appreciative of those administrators who were perceived to be engaging in supervision more because it was an administrative requirement rather than an opportunity to provide assistance in the professional growth of teachers.

Figure 2 shows that teachers were more prepared to receive direct advice from supervisors than supervisors were prepared to give but that information may be misleading. Many teachers indicated they did not mind getting direct advice from supervisors they trusted but they did not approve of supervisors who made judgments about their teaching based on inadequate evidence. Similarly, teachers did not approve of supervisors who came to classrooms unannounced, who did not stay very long, and who did not provide teachers with a copy of their classroom observations.

Research Question 6: What aspects of the implementation of the models for evaluating teachers and supervising instruction that may have application for other school systems can be documented as a result of this study?

The literature review indicates that the success of an implementation may depend on the extent to which appropriate activities and procedures are developed under each of the following categories:-

1) Planning and development.

FIGURE 2

TEACHERS' PERCEPTIONS

OF IDEAL SUPERVISORY STYLE

ideal

1. Never 2. Seldom 3. Sometimes 4. Usually 5. Often

PRIOR TO FORMAL OBSERVATION

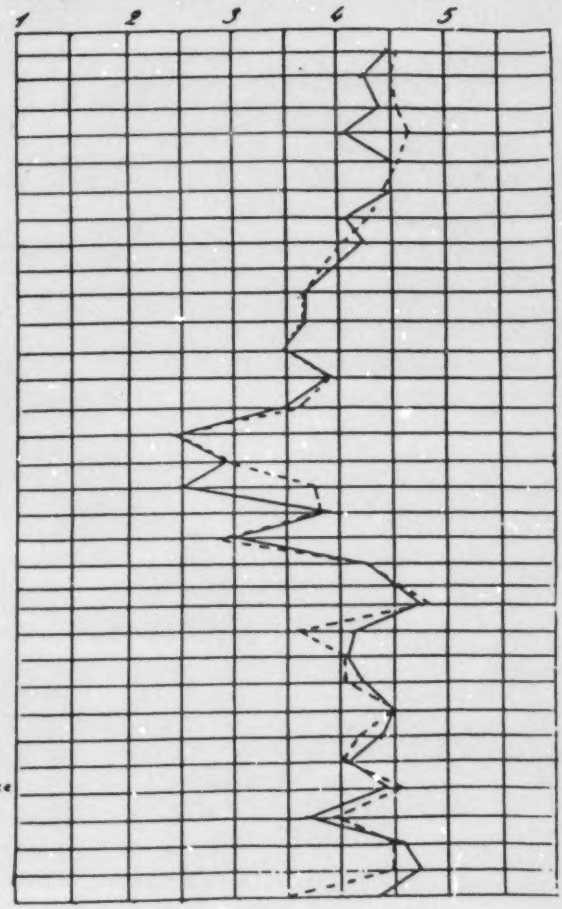
1. Supervisor meets with teacher.
2. Supervisor finds out about T's objectives.
3. S. finds out what T expects students to be doing.
4. S finds out about T's problems and/or concerns.
5. S involves T in deciding the focus of observations.
6. S helps T translate concerns into specific tchng behaviors.
7. S suggests a variety of observational techniques.
8. S suggests data-gathering methods T can use alone.

DURING THE FORMAL OBSERVATION

9. S makes verbatim notes of classroom interactions.
10. S writes down T's questions.
11. S writes down student responses.
12. S records student at-task behavior.
13. S charts pattern and amount of student responses.
14. S makes audiotape recordings.
15. S charts physical movements of T and/or students.
16. S makes videotape recordings.
17. S observes a specific child.
18. S records subjective feelings about the lesson.
19. S stays for at least 30 minutes.

AFTER A FORMAL OBSERVATION

20. S meets with T each time.
21. S provides T with direct advice for improvement.
22. S provides opinions regarding T's teaching.
23. S relates T's perceptions to the collected data.
24. S encourages T to analyze the collected data.
25. S asks T clarifying and probing questions.
26. S encourages T to consider alternative strategies.
27. S is willing to modify personal objectives for the conference
28. S listens more than talks.
29. S acknowledges T's comments and opinions.
30. S gives praise and encouragement for specific growth.
31. S recommends additional resources.



TEACHERS

SURVEY ONE, October 14/83 : N = 104
SURVEY TWO, April 19/84 : N = 101

BEST COPY AVAILABLE

2) Acceptance.
3) Involvement of teachers.
4) Training.
5) Leadership.
6) Utilization of available resources.
7) Time.
8) Active monitoring.
9) Clarity of purposes.
10) Variety and flexibility.

The responses to this question were prepared to show the various ways in which implementation in the Lethbridge system attended to these areas of concern.

1) Planning and Development: The district policy was developed by a committee of teachers and administrators over a period of almost two years. During that time members of the committee led school inservice activities designed to make teachers aware of the content and purposes of the policy. Moreover, throughout the 1982-83 school year each school staff wrote its own staff model of teacher supervision.

2) Acceptance: The level of acceptance of most aspects of the policy was very high at the beginning of the year. Teacher support for supervision remained relatively constant throughout the year but near the end of the first year of implementation an increased number of teacher (twenty-two percent) felt their school administrators were not sufficiently knowledgeable or skillful to conduct teacher evaluations.

3) Involvement of Teachers: The district teacher supervision and evaluation committee was made up of four teacher respresentatives, two

school administrators and two district office personnel. There is evidence that considerable teacher input from the district at large influenced final policy statements. In addition, all teachers were expected to participate in the development of staff models of supervision. However, as noted in answer to research question 4, the level of informed participation may not have reached that of a majority of teachers in each school.

4) Training: It has been suggested a modest skill training program for teachers might take about thirty hours (Borg, Kelley, Langer, and Gall, 1970). Most supervisors in the secondary schools received twelve hours of training in techniques of supervision and evaluation. Only a few teachers received any training at all.

5) Leadership: In the Lethbridge system leadership in this implementation was seen to be the responsibility of school-based administrators. There was very little direct involvement of senior district office administrative personnel in any aspect of implementation once the district policy was approved at the board level. School administrators' effectiveness in assuming leadership roles varied markedly. Some were relatively passive in their monitoring of the implementation. Some had difficulty determining and pursuing appropriate goals. Most enjoyed a fair degree of success in their supervision of teachers, while most remained reluctant to assume full responsibility for teacher evaluation.

6) Utilization of Available Resources: Neither teachers nor administrators appeared to tax the resources of the system in the first year of implementation. Modest sums of money were spent on training and inservice activities related to the new policy. Very little reorganization of staff and administrative work loads occurred in response to needs generated by the implementation. Almost no involvement of district office personnel was recorded throughout the year. Staff Professional Development Days and Professional Development Funds were not used to provide assistance with any aspect of teacher supervision or evaluation.

7) Time: It has been suggested in the literature review that a successful implementation must occur over time. Data from this study show that the Lethbridge system has been engaged in preparation and implementation of their teacher supervision and evaluation policy for more than two years, yet most participants believe the real test of successful implementation will come in the 1984-85 school year when one-quarter of all teachers in the system must be evaluated formally.

8) Active Monitoring: Most supervisors were concerned at some time during the year about the lack of contact between district office personnel and school administrators. There was an expectation that, because this was such a new and important policy, someone from the district office would observe some classrooms with supervisors to compare observations and provide suggestions for improvement, or observe some teacher-supervisor conferences to see how they were being

done. In their new roles as supervisors and evaluators, school administrators felt uncomfortable and unsure at times and they sensed a need for the professional support and reassurance of senior district administrators to help them develop skill and confidence in their new duties.

9) Clarity of Purposes: Despite the preparation and involvement of teachers that preceded implementation the early rounds of supervision revealed that many teachers and supervisors still thought of the process as evaluation. By the end of the year in all schools the distinction between supervision for purposes of improvement of instruction and evaluation for administrative purposes seemed to have been made.

10) Variety and Flexibility: The new policy possesses variety in that it provided for the development of staff models in each school. Its flexibility is demonstrated in the many adaptations that occurred in the course of the first year. There is more prescription in the evaluation component of the policy because it contains specific criteria of teaching effectiveness and a proposed program of assistance for teachers seen as being in need of help.

DISCUSSION

This research project was undertaken to provide descriptive and evaluative information for the following areas of investigation (Chapter One, Final Report):-

1) Critical stages in the implementation process.
2) Supervisor behavior and supervisory style.
3) Teacher attitudes, behaviors and perceptions.
4) Adaptations of the supervision and evaluation models.
5) Cycles of supervision and evaluation.
6) Students' perceptions.
7) Guiding principles that may be of use to other school systems in the implementation of policies of teacher supervision and evaluation.

This section of the report is organized around those seven areas of investigation.

1) Critical Stages in The Implementation Process: The first critical stage was seen as being the whole range of preparatory activities that preceded the implementation. A lot of planning and effort focused on the political ramifications of the new policy. There was involvement of local and provincial members of the Alberta Teachers' Association at this stage and a steady flow of information to schools and to the district committee. An October survey (N-104) showed that eighty-five percent of teachers agreed that teachers should be supervised regularly and approximately eighty-four percent rated the new district policy as a good one.

The readiness of teachers and supervisors was seen as being a

weakness of the implementation. School staffs did not appear to have sufficient knowledge and information about different models of supervision and evaluation processes to make the sorts of choices they had to make to put their staff models in place. Supervisors did not really know how the implementation was going to affect them until they experienced their first rounds of supervision in November.

Training that was provided consisted of four half-day workshops for most administrators and a few teachers from each school. The literature review suggests that training should precede and accompany all stages of the implementation. In this study, the training stage was seen as being inadequate.

In late-November, in February and in March a majority of supervisors were experiencing problems with time, their own lack of skill or confidence and, in some cases, teachers who were difficult to supervise. At these times, critical to the individuals concerned, the most frequent request supervisors made was for more active professional support from fellow supervisors and, more particularly, district office personnel.

The follow-up stage is seen as being critical to success of the implementation. Most teachers have now experienced supervision according to their staff models and a few teachers and administrators have worked through an evaluation process. The supervisory styles adopted by most administrators have been accepted by most teachers. The implementation is now geared to move into the teacher evaluation phase

and both teachers and supervisors have their own expectations of what that will entail. Clearly , both groups want more training. Administrators want more support. Teachers want more opportunities for exchanges of classroom visits. Whatever happens in the next twelve months will determine whether the Lethbridge system achieves a dynamic, full-scale implementation of the new teacher supervision and evaluation policy, or mere symbolic implementation.

2) Supervisor Behavior and Supervisory Style: The greatest change in supervisor behavior occurred in the manner in which they arranged their supervisory visits and conferences and the increased emphasis they placed on finding out as much as they could about the lessons they were going to observe before the classroom visits began. Teachers noted supervisors' growing attention to the objectives of the lesson and to teachers' own problems and concerns.

A second area of change observed in many teacher-supervisor conferences was the decreased incidence of direct advice and personal opinions provided by supervisors. With training, practice and growing confidence supervisors were showing more evidence of indirect behaviors.

A third change in supervisor behavior was noted in the structure of teacher-supervisor conferences. As they gained experience, supervisors asked more questions but talked less during conferences.

The predominant supervisory style observed in the Lethbridge system this year could be described as more collegial (in the Goldhammer and Cogan sense) and less authority based; more collaborative; less rather than more direct; and classroom-centred rather than office-based.

3) Teacher Attitudes, Behaviors and Perceptions: The general attitude of teachers toward implementation of the new teacher supervision and evaluation policy was one of positive acceptance, tempered by a measure of caution.

Teachers' attitudes toward individual supervisors varied noticeably, but there was a general trend toward greater acceptance and appreciation as the implementation progressed.

Most teachers interviewed reported they did not teach as well as they would have liked during the first round of supervisory visits. The unfamiliar presence of a supervisor and, often, the Researcher as well, appeared to have a negative influence on teachers' performance. Many teachers used follow-up rounds of supervision to demonstrate teaching behaviors they did not always use in their day-to-day teaching. Supervisors reported most teachers were able to bring about desired changes in their teaching on second and subsequent supervisory visits.

In interviews teachers most often cited lack of preparation time,

low morale, family or personal problems, and poor motivation of students as reasons for poor teaching performance in the classroom.

The most prevalent teacher attitude toward the long-range implications of the new policy was that they would continue to support it and participate actively in its implementation as long as it provided them with direct assistance in the classroom. A small, but vocal, minority of teachers was inclined to view the new policy as something they would go along with until the novelty wore off and the system identified something else as its number one priority.

4) Adaptations of The Supervision and Evaluation Models: Despite what the staff models may have prescribed the majority of teachers in the Lethbridge system want a model of supervision in which their supervisors meet with them before and after classroom visits in which the classroom observations that are conducted provide information on aspects of instruction that are at least as important to teachers as they are to supervisors; in which they always receive copies of their supervisors' observations; in which time is provided after classroom visits for productive discussion about the observed classes; and in which the process occurs on a regular basis.

In addition, teachers believe there is great value in exchanges of classroom visits and they want this activity to occur more next year than it did in 1983-84.

These two factors have been influential in bringing about adaptations such as the demise of the informal visit and the greater-than-expected role of assistant principals. It is anticipated they will encourage further adaptation of models of supervision during the next school year.

The most obvious adaptation to the evaluation model was in the amount of time it took administrators to perform the task to their satisfaction and to their teachers' satisfaction. The first formal evaluation observed during the year conducted by a principal was based on one classroom visit and resulted in a two-page, formal report that was used by the teacher in support of an application for a promotion. The same principal observed conducting a teacher evaluation later in the year based his report on four classroom observations, several conferences and a lengthy interview with the teacher concerned.

A second adaptation of the teacher evaluation model is one proposed by many supervisors and one that has far-reaching implications for the administrative organization of the system as a whole. School-based administrators want more involvement of key district office personnel in the evaluation of teachers. Many supervisors favor a "team approach" to teacher evaluation.

5) Cycles of Supervision and Evaluation: The concept of a cycle of supervision or evaluation is not one that all teachers readily understand, or accept. Initially, a great number of teachers seemed

to hold to the "vaccination theory of learning" (Baker, 1983) in that they appeared to believe that one shot of supervision and one shot of evaluation every couple of years would be sufficient. In effect, many teachers and supervisors had trouble distinguishing between supervision for administrative purposes and supervision for professional growth in the early stages of implementation.

Cycles of supervision observed in March and April were characterized by the active participation of both participants, by an emphasis on observational data and by shared decision-making during the pre-observation and post-observation conferences. The average duration of the last ten conferences observed was approximately thirty minutes. Most supervisors and teachers were able to organize a pre-observation conference, classroom observations, time for data analysis and a post-observation conference so that the full cycle occupied from two to two and half hours of their time.

A formal evaluation of one teacher was estimated by one principal to require:-

a) An initial goal-setting conference lasting about one hour.
b) A minimum of four pre-observation conferences lasting approximately fifteen minutes each.
c) A minimum of four classroom observations lasting at least thirty minutes each.
d) A minimum of four post-observation conferences lasting approximately thirty minutes each.
e) A preliminary report requiring three to four hours of writing time.
f) A final interview/conference to discuss the report with the teacher, lasting in excess of one hour.

g) A formal written report requiring an additional two hours of writing time.

With respect to the teacher evaluation process the overriding conclusion of teachers and supervisors was that if it is going to have any lasting educational benefit it should be done as well as possible and to be done well it will require a lot of additional time.

6) Students' Perceptions: Only one survey of students was conducted during the course of this study. The second survey was not completed until the middle of June, 1984. Data with respect to students' perceptions will form the basis of a future report.

However, it was observed that students were affected by the implementation in one very obvious way - they behaved better in classes that were being observed by supervisors and by the Researcher. A total of nineteen teachers made comments about improved or unusually-good student behavior following initial rounds of supervision.

7) Guiding Principles that may be of Use to Other School Systems in the Implementation of Policies of Teacher Supervision and Evaluation:

This research project has identified guiding principles relative to the following areas of implementation:-

a) Involvement of teachers.
b) Training.
c) Linkage of staff development activities to the implementation.
d) Compatibility of supervision models with evaluation practices.
e) Timelines for implementation.

f) Recognition of the realities of the work-life of teachers and supervisors.
g) Most effective use of the resources of the system.
h) Active monitoring.
i) The leadership factor.
j) Components of supervision and evaluation models.

For the purposes of this summary report it is proposed to organize these guiding principles into a set of recommendations that may be of assistance to school jurisdictions either preparing to implement, already proceeding with implementation, or reviewing existing policies of teacher supervision and evaluation.

RECOMMENDATIONS

This section of the summary report is presented in the knowledge that the research project conducted during the 1983-84 school year in Lethbridge School District No.51 produced findings that may have limited generalizability. Those limitations notwithstanding, the results may offer valuable advice and direction for school jurisdictions in Alberta, and elsewhere, that are proceeding with implementation of new policies of teacher supervision and evaluation. For that reason the following recommendations, substantiated by data generated through the research project and supported by findings in the literature, are considered to be an important part of this report.

> Recommendation One: The development of policies of teacher supervision and evaluation should involve teachers and administrators at all relevant stages.

The Lethbridge School District's earliest initiative in the planning and development of new policies was the formation of a special committee. The Teacher Supervision and Evaluation Policy Committee was made up of respresentatives of teachers, school administrators and district office personnel. The teachers on the committee were considered to be key members of their school staffs.

In addition, early in the 1982-83 school year, school staffs became involved in the writing of their own staff models of supervision. At all

times teachers had an opportunity to influence the content of the district policy either directly, through their administrators, or through their teacher representatives on the committee. Moreover, the active support and collaboration of the local and provincial officers of the Alberta Teachers' Association was sought and secured very early in the developmental stage. According to the chairman of the supervision and evaluation committee, and senior district office personnel, that support was instrumental in generating the very high levels of system-wide acceptance enjoyed by the new policy.

Recommendation Two: The development of policy, and the subsequent implementation, should occur over time.

Research suggests three to five years may be required to effect institutionalization of major new policy. In June, 1984 members of the district committee that developed the policy estimated they had been involved with the planning and implementation stages for more than two years, and the Superintendent of the system calculated that by the end of the next school year evidence of successful implementation should be apparent throughout the system.

Study results show that implementation occurs less quickly and less steadily than is typically indicated by current educational planning practices. For example, several supervisors did not begin regular supervisory visits of teachers in accordance with their staff models until after the start of the second semester. In addition, "regular supervision" often took

the form of many cycles of supervision in a short period of time, followed by long interruptions during which supervisors attended to other more pressing administrative tasks. Furthermore, of the many evaluations that were planned for the 1983-84 school year only a fraction were completed, suggesting that time may become a critical factor next year when one-quarter of the teaching force is to be formally evaluated.

> Recommendation Three: The essential components of models of supervision and evaluation should be in place and known to teachers before implementation begins.

The Lethbridge system appears to have derived a net benefit from having each staff develop its own model of supervision. This process involved more teachers, assured greater acceptance of the new policy and generally enhanced the prospect of successful implementation. The only concern noted in this process was a confusion over the interpretation of the meaning of "teacher supervision," particularly in one school where teacher supervision was defined as a process that "may but need not necessarily include classroom visits by supervisors." Understanding of the definition of key terms may be a prerequisite to successful implementation.

Implementation began in the Lethbridge system while key sections of the evaluation policy were still being written. The Teacher Evaluation Form was ready for trial use in January, 1984. A program of assistance section of the evaluation policy is still being developed. One effect of this

approach was an increase in teachers' concerns about the real impact of the evaluation process on the system. Another effect may have been reluctance on the part of some administrators to become involved in teacher evaluation. Teachers and supervisors reported they did not know how teachers who required a program of assistance would be identified, nor who would be responsible for providing a program of assistance. Teachers were particularly concerned that the term "evaluation for purposes of professional growth" might prove to be a meaningless concept once "serious" evaluation began.

Enough confusion and concern existed in the system about the ultimate form of evaluation and the ultimate intentions of district and provincial educational leaders to warrant clarification in the form of comprehensive policy statements and procedures presented to all participants as close as possible to the start of implementation.

> Recommendation Four: Written policies of teacher supervision and evaluation should reflect current research findings and should define the process to be followed for all teachers in the system.

Much research in the field of teacher evaluation concludes that effective programs should:-

a) Contain a set of standards of performance for teachers.
b) Include job descriptions for teachers.
c) Require that evaluators follow a cycle of pre-observation conferences, multiple observations, and post-observation conferences before a final evaluation is prepared.

d) Require that evaluators have training and skills in conducting classroom observations, conducting conferences and preparing written reports.
e) Require that teachers and evaluators cooperatively set performance goals.
f) Provide evidence of a monitoring or management system for the evaluators themselves.
g) Require that a program of assistance be made available for teachers who need help with serious problems.

The Lethbridge model of teacher evaluation has many of these recommendations in place. However, results of the study indicate much more work needs to be done, especially with respect to the final four recommendations, before the policy could be considered truly effective.

At the end of the 1983-84 school year teachers in the Lethbridge system appeared to have a clearer perception of the function and purposes of their models of supervision, in part because they helped to develop them and in part because they had all had one year of experience with the models. In practice, it was apparent that different supervisory processes were appropriate for different classroom situations, different career levels of teachers, and different levels of knowledge and ability of teachers. This point has been noted in the literature review as well. School systems may find it beneficial to encourage references to these distinctions in practice in their written models of teacher supervision.

Recommendation Five: Inservice education specific to the theory and practice of teacher supervision and evaluation should precede and accompany all stages of the implementation of new policy.

Even though huge sums of money are spent on inservice education every year the concept of on-going or long-term inservice education for teachers specific to a particular innovation does not enjoy broad acceptance. While research demonstrates that a modest training program for teachers should be expected to take at least thirty hours the greatest number of inservice activities continue to be of the "one-shot" variety, frequently chosen as a result of some kind of advertising and not always because they are relevant to immediate needs. The whole body of literature on transfer of training suggests that if a change in teacher or supervisor behavior is desired, the inservice activities should provide adequate background knowledge, demonstration and modelling of necessary skills, frequent and varied opportunities for practice accompanied by feedback, and follow-up support with technical assistance.

A small amount of training (four half-day workshops in October and December) was provided for most administrators and a few teachers in the Lethbridge system. It was apparent from the comments of teachers that they could have used much more background information before undertaking the writing of staff models of supervision and many of them could have benefited from seeing demonstrations of appropriate supervisory practices before they found themselves engaged in initial cycles of supervision.

Supervisors surveyed at the end of the first year insisted that the lack of training impaired their effectiveness. In an attempt to address that perceived need, one group of supervisors suggested half the time normally scheduled for the monthly administrators' meeting next year should be devoted to on-going training in the skills of supervision and evaluation of teachers.

> Recommendation Six: School jurisdictions should explore the possibility of providing on-site training for teachers and supervisors.

The skills required in the supervision and evaluation of teachers may be acquired in a number of ways. One training model that appears to have great potential for bringing about permanent changes in behavior is the coaching model. The coaching model emphasizes the "primacy of personal contact," which is an essential element of the supervisory process. Moreover, it has been shown to generate its own supportive climate and enhance implementation.

Once supervisors and evaluators have the background knowledge and some basic skills they really require the most assistance in the actual practice of supervision and evaluation. They need to be observed working directly with their teachers. The observer should be someone with extensive training in techniques of supervision and evaluation who can provide advice, assistance, and feedback. The observer could be a well-trained district

office administrator or school-based administrator. This coaching model has the advantage of delivery right into the school where the supervisors and teachers work. It uses trained personnel from within the system and it is seen as an efficient and effective way of raising the levels of performance of all supervisors while providing essential professional support.

In the Lethbridge system, four supervisors sought assistance through coaching. All of them reported they received more help from those direct observation-and-feedback sessions than anything else they did during the year. All of them reported having greater confidence in their supervisory abilities following coaching.

> Recommendation Seven: To ensure successful implementation of new policies of teacher supervision and evaluation school jurisdictions should be prepared to use all available resources.

Research indicates there is a tendency for school personnel to rely on local, easily accessible and personal sources of assistance during implementation of educational change. This may suggest that the more of these kinds of resources a system can make available to teachers the greater the likelihood of successful implementation.

In addition, a school system can make funding available for appropriate inservice education, designate district office personnel to assume active

support responsibilities, provide additional staff or administration time in schools, provide release time for key teachers and administrators, disseminate relevant information on a regular basis, acknowledge and reward superior performance and arrange regular meetings of key personnel involved in the implementation. Similarly, at the school level, administrators can re-arrange class schedules and timetables, provide extra release time for teachers who have expertise in a particular area and who can help other teachers, reward and encourage professional growth through appropriate staff development activities, and take an active role in the identification and creation of staff support groups. The resources of systems are finite but there is some evidence that they are mostly under-utilized in the implementation process.

In the Lethbridge system there was very limited involvement of district office personnel in any aspect of the implementation. Some efforts were made at the district level to provide assistance with the reorganization of administrative time. The greatest expenditure of inservice education funds came in an area that was only marginally related to supervision and evaluation of teachers and was provided for principals only. Some release time was provided for three principals to study the operations of schools in another jurisdiction. No effort was made to identify those supervisors and teachers who were engaging in successful practice and very few meetings aimed at providing direction and support for the implementation were held during the year.

A suggestion was made early in the year that the members of the teacher supervision and evaluation committee should assume a more active role in the implementation process, but that did not happen. Much of the success of the implementation to date has resulted from the enthusiasm of groups of teachers and the efforts of individual administrators in each school. This reliance on resources at the school level may account also for the unevenness of implementation throughout the system.

> Recommendation Eight: A formalized process of active monitoring should accompany implementation of policies of teacher supervision and evaluation.

The term "active monitoring" implies that those responsible for implementation should be regularly observing the implementation process in action. A system that encourages written or verbal reports by administrators as a way of monitoring implementation may be encouraging an activity referred to in the literature as "verbalization of the myth of implementation." In activities as important as those associated with supervision and evaluation of teachers the process can be observed and should be observed to determine its impact and effectiveness. Failure to do so may result in subversion of accountability rather than increased accountability.

Supervisors in the Lethbridge system reported they wanted more active involvement of district office personnel. Assistant principals reported they were helped when a fellow administrator observed them working with a

teacher and discussed the observation with them later. Several supervisors said they needed more professional support during the early stages of implementation when they weren't sure of their skills and their levels of confidence were low. These concerns are noted in the research literature as well. One conclusion derived from a considerable amount of research is that success is more likely if the setting in which the implementation occurs possesses characteristics of administrative support and peer interaction and if the approach is person-intensive, interactive, and continuous in providing technical and psychological support.

Many of the supervisors who participated in this study indicated they probably would not have worked as much with their teachers had it not been for the regular visits of the Researcher and his need to observe and document the progress of the implementation.

This phenomenon is noted particularly in the research relating to coaching and transfer of training as well and it implies that without active monitoring the likelihood of mere symbolic implementation is greater.

> Recommendation Nine: School authorities should assess the appropriateness of the structure and function of their district offices, or central offices, especially with respect to the ability of those offices to address the new priorities in public education.

Many school systems in Alberta are structured according to a model that was more appropriate when the priorities of public education were curriculum

development and consultative services than it is today. Such systems are characterized by hierarchical structures emphasizing line and staff relationships and departmentalization, and operating procedures that are designed to be reactive to direction from the provincial level and responsive to requests for assistance from the school level.

The priorities of the 1980's appear to be evaluation of all aspects of public education and increased accountability. There is a growing focus on what teachers do in their classrooms and what administrators do in their schools as a way of determing effective practice. The results of this study suggest that these new priorities may require a different emphasis at the district level, and different roles for district office personnel.

With the shift in priorities, teachers are less concerned about curriculum content (which is virtually determined at the provincial level in most cases) and much more concerned about how to improve key facets of their teaching, such as classroom management or questioning skills, and how to develop new teaching strategies. Similarly, administrators need help in making the difficult adjustment from managerial functions to instructional leadership activities. They are willing to commit themselves to the task of contributing positively to the professional growth of teachers in their schools, and influencing the improvement of instruction, but they recognize they need a lot of professional support and assistance in these tasks and they see trained district office personnel as being able to provide that support. Supervisors in the Lethbridge system reported they expected additional district office support in the areas of training, active

monitoring and actual supervision, but they wanted that support in particular in the evaluation of teachers. Most school systems in Alberta, faced with these new demands from teachers and administrators, might have some difficulty responding in satisfactory ways given the present structure of their district offices and the areas of expertise of their personnel.

> Recommendation Ten: Policies of teacher supervision and evaluation should take into account the realities of the work-life of teachers and supervisors.

Most of the research cited in the major report dealing with the process of change cautions educators to consider the culture and climate of the school when advocating innovations. The literature review examines the conditions that should be present if an implementation is to succeed and notes how successful implementations can be halted by the obstructive behavior of teachers or principals, by a lack of training and technical information, and by ineffective monitoring, among other things. If new policy presents teachers and administrators with the need to do a lot of extra work, but provides no rewards and incentives and does not produce results that participants consider desirable, the policy may be subverted in any one of a number of ways, and token implementation may result.

Many of the concerns voiced by supervisors in the Lethbridge system relating to the lack of time for supervision were seen as being less serious (though still a source of concern) once supervisors began receiving positive

feedback about their style of supervision from teachers. Teachers, reluctant in some cases to get involved in supervision because of the extra time it required, found they could justify the expenditure of time when they realized supervision was helping them with their teaching.

However, policies that provide for exchanges of classroom visits by teachers, for example, may run the risk of raising teachers' expectations unrealistically. The system may suffer in the form of uneven implementation and loss of morale when those expectations are unfulfilled. Policies that require one administrator to evaluate many teachers every year may not give proper consideration to the amount of administrative time available in the school, the administrator's own teaching responsibilities, or particular student, staff, or community problems unique to one school that may demand the full attention of an administrator for long periods of time. Policies of evaluation that are designed more for administrative purposes than for the professional needs of teachers may be perceived as being of little value by teachers and be rendered ineffective as a result. Policies of supervision that list a minimum number of visits for each teacher each year run several risks. The minimum number might quickly become the maximum number in most cases. The minimum number may be unrealistically high, thus raising the possibility that the potential subversion of accountability will be actually built into the very policy designed to guarantee accountability. Finally, a prescribed minimum number of visits may generate an emphasis on "getting supervision done" rather than making sure it contributes to the improvement of instruction.

In the Lethbridge system two factors appear likely to cause adaptations of models of supervision and evaluation in the near future. The first concerns the growing number of teachers (75 out of 174 surveyed) who believe the most valuable component of their model of supervision for them next year will be the exchanges of classroom visits with other teachers. In some schools it would simply not be possible to arrange and monitor a large number of exchange visits. The second factor is the written expectation that school administrators will conduct formal evaluations of one-quarter of their teachers next year and each year after that. In one school the principal is designated as the evaluator. Next year he will be attempting to provide formal evaluations of twenty teachers. Many supervisors believe that task could be done better if there were more involvement of district office personnel in the process.

> Recommendation Eleven: Policies of supervision and evaluation of teachers should be integrated into overall district supervisory and evaluation processes.

While this research project focused exclusively on supervision and evaluation of teachers the results contain implications for the implementation of all policies, and particularly those that add to the evaluative functions of teacher, school administrators and district office personnel.

Developers and implementers alike appear to operate on the assumption

that an effective program of teacher supervision should enhance the teacher evaluation process and these two components in turn should have an impact upon, and be influenced by, program evaluations and school evaluations. This assumption raises a great number of questions. For example, how often should school evaluations occur in a system? What would be a reasonable schedule of program evaluations? If program evaluations were to be conducted every year, and school evaluations every three or four years, might it not be possible to combine some of the purposes of program and school evaluations so that the two processes complemented each other? Might it not be possible to combine some elements of models of teacher supervision with program evaluations? Similarly, if school evaluations and teacher evaluations were both to be conducted every four years, might it not be possible to marshal the resources of a system and, using a team approach, complete a full-scale evaluation of all aspects of a limited number of schools in a system every year?

One result of the Lethbridge study supported by research findings from other studies is that the issue in evaluation is not if it will be done, but how it will be done, and who will do it. Teachers do not appear to have undue concerns about evaluation if they know its purposes, if they perceive it as contributing to their professional growth and if the process is a collaborative one. Further to this point, many supervisors saw merit in a team approach to evaluation because it shared the responsibility for making difficult judgments while reducing the risk of a teacher receiving a prejudiced evaluation from one supervisor.

It is possible that properly integrated, system-wide processes of evaluation would meet with the approval of teachers and supervisors alike, effectively serving the purposes of accountability and professional growth while offering monitored experiences in educational leadership for a number of professional staff, including teachers, and providing the most efficient and effective use of the resources of the school system.

CONCLUSION

Supervisors and teachers in the Lethbridge system were seen to be confident in their ability to provide a quality education for the students in their care and generally willing to participate actively and fully in activities designed to contribute to their professional growth and bring about improvements in instruction.

Their reactions to new policies of teacher supervision and evaluation introduced at the beginning of the 1983-84 school year have been generally very positive. Members of the Teacher Supervision and Evaluation Committee believe they have developed policies that provide an excellent balance between the needs of the system to demonstrate accountability and the needs of professional staff for a working climate in which levels of trust and respect are of the highest possible order.

It is generally acknowledged that the policies as they are presently written will be modified and adapted as conditions change and experience dictates. In the meantime, the process of implementation continues, with the major emphasis next year being full-scale implementation of formal evaluations of teachers.

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